

**Annual Report on the Activities of the Planning Commission  
Including Implementation of the  
*City of Lynchburg: Comprehensive Plan 2002-2020*  
For the Fiscal Year Ending June 30, 2004**

**Approved by the City of Lynchburg Planning Commission on October 12, 2004:**

**Wayne Dahlgren, Chair**

**Robert Flint, Vice Chair**

**Jane Bacon**

**Gordon Echols**

**Laura Hamilton**

**Ray Pulliam**

**Richard Worthington**

**Report Summary**

This is the second “annual” report submitted at the end of the City’s fiscal year, 30 June 2004, and covering the fiscal year 2003/2004.

In addition to a review of the Planning Commissioners’ activities, we have included a report on the implementation of the Comprehensive Plan 2002-2020. In agreement with the City Manager and the Deputy City Manager, we have indicated items and programs approved as part of the Comprehensive Plan that may be considered for the FY 2006 CIP and FY 2007 CIP by various departments.

The Planning Commission considered and forwarded to the City Council 31 petitions from July 1, 2003 through June 30, 2004.

Petitions considered and forwarded to the City Council:

- Conditional Use Permits 14
  - Rezoning 12
  - Ordinance Changes 2
  - Land Use Map Amendments 2
- (See attached)

Highlighted petitions:

- May 12, 2004 – rezone the Garland Hill Historic District from R-3, Two-Family Residential, to R-2, Single-Family Residential
- March 23, 2004 – rezone property on Delta Street for a hotel from I-2 to B-5
- February 18, 2004 – adopt a new sign ordinance
- January 6, 2004 – rezone property on Richmond Highway for Truck Enterprises
- August 19, 2003 – rezone approximately 200 acres on Mountain View Road for Falwell Ministries, as well as approve conditional use permits for a college and a recreation center

## Miscellaneous:

- Two new members appointed to the commission: Laura Hamilton and Jane Bacon.
- Provided review of the Flexible Space Development Ordinance.
- Endorsed the Region 2000 Regional Greenways and Blueways Plan.
- We thank Tom Martin, City Planner, and the Department of Community Planning and Development staff for their assistance during this fiscal year. They continue to be very professional and good representatives for Lynchburg.

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## I. Introduction

### History and Adoption of the Comprehensive Plan

The *City of Lynchburg Comprehensive Plan 2002 – 2020* was adopted by the City Council on September 10, 2002. The final chapter of the plan outlined a five-year implementation program made up of those tasks that the City needs to implement first in order to reach the vision of the City in the year 2020. This Annual Report, one of the items in that program, gives a status report on the second year of the implementation program.

### Goals, Objectives, and Strategies in the Plan

Each chapter in the Comprehensive Plan, beginning with Chapter 5, Citywide Land Use and Development, concludes with a series of Goals, Objectives, and Strategies. In addition to Citywide Land Use, these goals address:

- Design, Character & Quality
- Economic Development & Redevelopment
- Downtown & Riverfront Master Plan 2000
- Commercial & Employment Areas
- Neighborhoods & Housing
- History, Culture, Education & the Arts
- Natural Systems
- Parks & Recreation
- Transportation
- Public Utilities
- Public Facilities

The goals outline broad policies for future action to protect, improve, and enhance various aspects of the City's character and its quality of life. The objectives are more detailed and focused targets. The strategies are specific actions that need to be taken or policies that need to be followed to fulfill the vision presented in the plan. There are three basic types of strategy. The first are the 16 strategies, one from each element of the plan, that have been selected for inclusion in the five-year implementation program. The second type of strategy directs that a certain action be taken, but is not included in the five-year program. These strategies will be undertaken if an unexpected opportunity—such as grant funding or volunteer efforts—arise. The third type of strategy is intended to give overall policy guidance and therefore does not address a specific project.

### The Implementation Matrix

Chapter 17 includes an implementation matrix, with the direction that it be revised and completed following adoption of the plan. The matrix was revised and presented to the Planning Commission in January 2003. This Annual Report is based on that revised matrix.

**Please note:** information in this report is on a **fiscal year** basis, July 1 – June 30.

## II. Status of Implementation Matrix Tasks: FY 2003 & FY 2004

Strategy from Implementation Matrix	Completed in FY 2004	FY 2005
<b>Prepare for Plan Implementation</b> <ul style="list-style-type: none"> <li>• Planning Commission participation</li> <li>• Citizen Monitoring Committee (CMC) participation.</li> <li>• Website for public awareness</li> <li>• CMC will review priorities annually</li> <li>• Annual Report to the City Council</li> <li>• Review Comprehensive Plan in 2007</li> </ul>	<ul style="list-style-type: none"> <li>• The Commission continues to be involved in plan implementation.</li> <li>• Committee has met 3 times to review matters related to the plan.</li> <li>• New website operational.</li> <li>• Planning Commission expected to approve in Oct. 2004.</li> <li>• Planning Division is maintaining a list of potential changes; will begin preparations for review of Comprehensive Plan in 2006</li> </ul>	<ul style="list-style-type: none"> <li>• Continued participation expected.</li> <li>• Committee expected to meet at least twice.</li> <li>• Comprehensive Plan page to be revised and updated.</li> <li>• Review of FY 2004 &amp; 2005 planned for November 2005.</li> <li>• July 2005 (tentative)</li> </ul>
<b>1. Prepare the Tyreeanna/ Pleasant Valley Neighborhood Plan</b>	Adopted in July 2003.	Work with land owners and developers to implement plan.
<b>2. Implement the Downtown &amp; Riverfront Master Plan 2000</b>	<ul style="list-style-type: none"> <li>• The Ninth Street Corridor completed</li> <li>• Phase I of the Riverfront Park is completed</li> <li>• Monument Terrace restoration completed</li> <li>• Old Court House Museum Restoration underway</li> <li>• Phase I of the wayfinding signage system installation completed</li> <li>• The City sold the train depot and renovation is complete</li> <li>• The Riverviews Art Space is completed and fully occupied</li> <li>• Construction begins on Lynch's Lofts (67 units &amp; groundfloor retail)</li> <li>• Bluff Walk Hotel construction is underway</li> <li>• Restoration of the Academy of Fine Arts continues.</li> <li>• Construction underway on federal courthouse</li> <li>• Plans for Skateboard Park complete</li> </ul>	<ul style="list-style-type: none"> <li>• Begin design for Riverwalk</li> <li>• Complete Old Court House Museum restoration</li> <li>• Complete Phase 2 of wayfinding signage system</li> <li>• Construction continues</li> <li>• Bluff Walk Hotel construction is partially completed</li> <li>• Phase I to be completed</li> <li>• Phase II to commence</li> <li>• Construction underway</li> <li>• Construction to be completed Spring 2005</li> </ul>

<b>Strategy from Implementation Matrix</b>	<b>Completed in FY 2004</b>	<b>FY 2005</b>
<b>3. Revise the Zoning and Subdivision ordinances</b>	<ul style="list-style-type: none"> <li>• Sign ordinance revised and adopted by City Council</li> <li>• Flexible Space Development Ordinance drafted.</li> </ul>	<ul style="list-style-type: none"> <li>• Flexible Space Development Ordinance approved by Planning Commission in August 2004 and by City Council in September 2004.</li> <li>• Traditional Residential Overlay Ordinance to be drafted and presented for adoption</li> <li>• Landscape ordinance revisions to begin in 2005</li> </ul>
<b>4. Prepare Citywide Design Standards</b>		Will be prepared as part of the Zoning and Subdivision ordinance revisions. Design guidelines have been incorporated into the Tyreeanna/Pleasant Valley Plan and will be included in the Fifth Street Corridor Plan.
<b>5. Prepare Comprehensive Citywide Economic Development/ Redevelopment Strategic Plan</b>	Strategic plan expected to be in draft form by end of March 2005. Office of Economic Development has started industrial park tenant associations, scheduled a LIDA retreat for October 2004, and will begin business focus groups. Information from tenant associations, retreat, and focus groups will be included in plan.	
<b>6. Commercial Areas: revitalization of Fifth Street</b>	<ul style="list-style-type: none"> <li>• Community Development Corporation (CDC) meets monthly</li> <li>• Gateway planning ongoing</li> <li>• Landscape Berms installed on Fifth Street near Memorial Avenue Bridge</li> <li>• Planning charrette held in May 2004</li> </ul>	<ul style="list-style-type: none"> <li>• Corridor Plan to be submitted to the Planning Commission and City Council for adoption as part of Comprehensive Plan.</li> </ul>
<b>7. Commercial Areas: revitalization of Plaza/Midtown Area</b>	<ul style="list-style-type: none"> <li>• Greater Lynchburg Transit Company has begun work on new transit hub in Plaza. Will be first step toward revitalization.</li> </ul>	<ul style="list-style-type: none"> <li>• GLTC is compiling and evaluating a list of alternate sites for transit hub.</li> <li>• Planning Division considering combination of Plaza Revitalization &amp; Crosstown Connector Corridor Study when Fifth Street is complete.</li> </ul>
<b>8. Conduct Crosstown Connector Corridor Study</b>	Study not yet scheduled. Must be prepared prior to completion of Crosstown Corridor reconstruction to allow for coordination of land uses with road construction.	
<b>9. Establish short- and long-term priorities through a Transportation Master Plan (TMP)</b>		Preparation of the TMP tentatively scheduled to begin in early 2005.

<b>Strategy from Implementation Matrix</b>	<b>Completed in FY 2004</b>	<b>FY 2005</b>
<b>10. Manage natural systems: prepare an environmental checklist for use by developers</b>	<p>Planning Division to initiate checklist &amp; partner with various environmentalists and environmental groups in the City. No schedule for these activities at this time.</p> <p>Completed in FY 2004: Formed Central Virginia Erosion &amp; Sediment Control Committee. The goal of the committee is to promote consistent administration of the Virginia Erosion &amp; Sediment Control/Stormwater Management Law amongst the following localities: Amherst, Appomattox, Bedford, and Campbell Counties, as well as the City of Lynchburg. This consistency will benefit local developers, designers, contractors and the Commonwealth as a whole by reducing review times, eliminating unnecessary submittal information, reducing design costs and "leveling the playing field" for small and large design firms alike.</p> <p>FY 2005: Develop consistency in the erosion control inspection and alternative stormwater design programs through regional cooperation. Work to ensure that the City complies with all Dept. of Conservation and Recreation (DCR) regulations. This includes, but is not limited to, adequate staffing, proper certifications/permitting regulations, and timely plans review/inspections.</p>	
<b>11. Maintain comprehensive approach to stormwater management</b>	<p>Work on the stormwater management grant project by Community Planning &amp; Development Dept., Public Works Dept., &amp; R.E. Lee Soil &amp; Water Conservation District is 95% complete.</p>	<p>Awaiting one revision before publishing maps and submitting to Federal Emergency Management Agency (FEMA).</p>
<b>12. Establish a Neighborhood Task Force</b>	<p>Healthy Neighborhoods Initiative group formed per City Manager's direction.</p>	
<b>13. Preserve City-owned historic buildings and sites</b> <ul style="list-style-type: none"> <li>• Dependency at 405 Cabell Street</li> <li>• Thornhill Wagonworks</li> <li>• Renovation of historic district streets</li> </ul>	<p>The City has received a second CDBG grant for \$30,000 that will be used for exterior restoration.</p> <p>This building is under consideration for preservation if a use can found and funding for renovations identified.</p> <p>City received TEA21 grant for Cabell Street improvements in Daniel's Hill Historic District.</p>	<p>The City and Lynchburg Historical Foundation continue fundraising efforts. Hope to begin construction in FY 06.</p> <p>Asphalt removal to be completed and other improvements to commence.</p>

<b>Strategy from Implementation Matrix</b>	<b>Completed in FY 2004</b>	<b>FY 2005</b>
<ul style="list-style-type: none"> <li>• Old Court House Museum</li> <li>• Old City Reservoir (Clay Street)</li> </ul>	Restoration is underway.	Restoration to be completed early 2005.  Interest in reuse of this reservoir as an amenity has been expressed, but no decision has been made on a potential use and no funds have been identified. Future uses are being considered during preparation of the Fifth Street Corridor Plan.
<b>14. Plan and implement a greenway program</b>	Process of obtaining endorsements for the regional plan from localities is underway. The City's priority greenway projects have been included in the regional plan, so funding opportunities may be identified.	Complete the process of plan adoption by the Regional Commission and localities.
<b>15. Provide adequate public facilities to support the City's long-range planning goals</b>	This is a general, ongoing strategy. Planning activities relating to the City's infrastructure that are expected to begin with the next year or two include: <ul style="list-style-type: none"> <li>• Preparation of the Fire &amp; EMS Department 2015 Plan in underway. A major two-day planning workshop was conducted in August 2004.</li> <li>• Selection of a post-closure use for the City's current landfill.</li> <li>• Preliminary planning for the City's new landfill (expected to open after 2014 across Concord Turnpike from the current landfill).</li> <li>• Consideration of regional solid waste disposal facilities.</li> <li>• Consideration of alternative solid waste disposal technologies.</li> <li>• Consideration of ways the City can support recycling efforts by using recycled materials/products.</li> </ul>	
<b>16. Support efforts to improve the quality of Lynchburg City Schools</b>	Some of the efforts now underway include: <ul style="list-style-type: none"> <li>• Renovations to E.C. Glass High School. Funding has been approved and work has begun on the renovations.</li> </ul>	

### III. Other Comprehensive Plan Strategies: Underway or Completed

The following chart lists the strategies that various City departments or other groups are working on. In addition to these strategies, there has been a definite interest expressed many of the goals, objectives, and strategies included in the Comprehensive Plan.

<b>Comp Plan Page #</b>	<b>Plan Element: Goal/Objective/ Strategy</b>	<b>Department /Group &amp; Activity</b>
5.13	<b>Element: Citywide Land Use &amp; Development</b> Goal 2. Improve capacity to assess the impact of development.	A number of efforts related to integrated data systems (i.e., TrakIT system) have been completed or are underway. Departments involved include: Public Works, Community

Comp Plan Page #	Plan Element: Goal/Objective/ Strategy	Department /Group & Activity
	<b>Obj. 2.B. Integrated Data Systems</b> Continue efforts to integrate local and regional data systems to provide for the analysis.	Planning and Development, Assessor's Office, IT, and others
6.23	<b>Element: Design, Character &amp; Quality</b> Revision of the City's Sign Ordinance was the Planning Division's first attempt to address design, character and quality. Would like to discuss any further implementation in this matter. Goal 1. Ensure that development and redevelopment reinforce the City's unique character and sense of place. <b>Objective 1.H. Property Maintenance.</b> 5) Develop a citywide Rental Housing Program to address all rental properties that do not meet building code standards.	Jan. 2003 to Jan. 2004, the citywide Property Maintenance Program completed 3,331 inspections. From Jan. – Sept. 2004, completed 2,202 inspections. Working to handle backlog of 1500 cases. New staff is making a difference.
10.14	<b>Element: Neighborhoods/Housing</b> Goal 2. Promote the construction of new housing and rehabilitation of existing housing to satisfy the demands of an increasingly diverse local and regional housing market. <b>Objective 2.D. Rental Housing</b> 1) Establish public-private partnerships to improve the quality of rental housing serving low- and moderate-income residents	The Lynchburg Neighborhood Development Foundation has completed renovation of several large older single-family homes into 28 well-designed apartments, with 34 more now under construction in older neighborhoods, thereby preserving and reusing these older homes. Lynchburg Redevelopment & Housing Authority continues to administer the Section 8 program and to added new landlords to the program.
10.14	<b>Element: Neighborhoods/Housing</b> Goal 2. Promote the construction of new housing and rehabilitation of existing housing to satisfy the demands of an increasingly diverse local and regional housing market. <b>Objective 2.E. Homeownership Opportunities</b> Several strategies	The Lynchburg Neighborhood Development Foundation has a mortgage finance program directed toward purchasers of single-family homes in inner neighborhoods. LNDF also has a loan fund focused on purchase and/or repair of houses in inner neighborhoods. The Lynchburg Community Action Group is building a new home and rehabilitating an existing one acquired through the spot blight program; both will be for public housing residents. Habitat for Humanity also continues to build new homes in the City (approximately 8-10 per year).
13.4-5	<b>Element: Parks &amp; Recreation</b> Goal 1. Provide a wide range of individual and family oriented outdoor recreation opportunities, while preserving the natural, cultural, and historic qualities of park lands and maintaining high quality facilities.	1. Ivy Creek Park: design phase underway, construction anticipated to begin in summer 2006. 2. Allen Morrison/Schenkel properties: city now owns Allen Morrison, is closing hazardous waste storage area, demolishing several buildings, securing other buildings, working with VDEQ on environmental issues. City no longer has a contract on Schenkel property.



<b>Comp Plan Page #</b>	<b>Plan Element: Goal/Objective/ Strategy</b>	<b>Department /Group &amp; Activity</b>
	<b>Objective 1.D. New Park and Recreation Facilities.</b> Several strategies	
13.7	<b>Element: Parks &amp; Recreation</b> Goal 4. Explore new, different sources of funding to support the parks and recreation program. <b>Objective 4.B. Alternative Funding Methods.</b> Explore alternative funding methods for parks and recreation improvement projects.	Received grant from VDCR for Ivy Creek greenway (\$31,875). Received grant for Ivy Creek Park from VA Outdoor Fund, VDCR (\$200,000) Received TEA21 funds for the Point of Honor bridge.
15.8	<b>Element: Public Utilities</b> Goal 1. Provide the citizens of Lynchburg with dependable, modern, high quality water and sanitary sewer service with sufficient system capacity to meet the City's long-term requirements. <b>Objective 1.F. Sewer Service Extension.</b> 1) Develop a plan for needed extensions of sanitary sewer to unsewered areas within the City.	The Utilities Division's proposed sewer master plan has been delayed due to pending regulations and the reissuance of the Regional Wastewater Treatment Plant's VPDES permit, both of which will have a potential impact on the scope of the master plan project. It is anticipated that work on the plan will resume in the next 4 to 6 months. Sewer service to Tyreeanna is being studied by Utilities Division.
15.9	<b>Element: Public Utilities</b> Goal 2. Maintain the priority of and commitment to execution of the City's CSO elimination program with a goal of program completion by 2020. <b>Objective 2.A. Commitment.</b> Strategies 1), 2), and 3)	All three of these strategies are being addressed as the CSO program continues.
15.9	<b>Element: Public Utilities</b> Goal 4. Maintain the focus on the City's long-term solid waste management needs, including the regionalization of solid waste management services. <b>Objective 4.A. Surplus Capacity.</b> 1) Actively monitor the need for solid waste facility expansion and proceed with design and implementation at the appropriate time.	The Waste Management Division is monitoring the need for facilities and expects to begin preliminary planning for the City's future landfill in the next couple of years.
15.10	<b>Element: Public Utilities</b> Goal 4. Maintain the focus on the City's long-term solid waste management needs, including the regionalization of solid waste management services. <b>Objective 4.B. Regionalization.</b> 2) Participate in the development of a long-term regional solid waste management plan.	The City has indicated interest in evaluating any regional waste disposal programs.

<b>Comp Plan Page #</b>	<b>Plan Element: Goal/Objective/ Strategy</b>	<b>Department /Group &amp; Activity</b>
15.10	<b>Element: Public Utilities</b> Goal 4. Maintain the focus on the City's long-term solid waste management needs, including the regionalization of solid waste management services. <b>Objective 4.D. Landfilling Sludge and Vegetative Waste.</b> Continue to evaluate alternatives to the landfilling of sludge and vegetative waste.	The Utilities Division has indicated that the sewer master plan will evaluate alternative sludge disposal methods.

### **Comprehensive Plan Activities to Be Included in the FY 2006 CIP**

It is the City's intent that all entries in the Capital Improvement Program be based on the City's Comprehensive Plan. This Annual Report is the place where items and programs proposed for inclusion in the next fiscal year's CIP be identified. The following items/programs have been identified for consideration for the FY 2006 CIP:

- Gateway and neighborhood improvements for the Tyreeanna/Pleasant Valley area
- Improvements needed at the Plaza to accommodate the new GLTC transit hub
- Work on the Crosstown Connector
- Downtown & Riverfront Master Plan 2000
- Funding for parks and recreation areas
- Airport improvements
- Continuation of the CSO project
- Continuing renovations to Lynchburg City Schools

The following items and programs are proposed for inclusion in the FY 2007 CIP or thereafter:

- Work on the Crosstown Connector
- Projects to begin implementation of the Fifth Street Corridor Plan
- Projects included in the City's greenway program
- Downtown and Riverfront Master Plan
- Implementation of recommendations in the sewer master plan
- Preliminary planning work on the City's proposed landfill site
- Evaluation of alternative solid waste disposal technologies and potential regional solid waste disposal facilities.
- Planning/engineering work in support of the selection of the post-closure use(s) of the City's current landfill